

GWINNETT COUNTY SHERIFF'S DEPARTMENT

EXECUTIVE SUMMARY

ENGAGE GWINNETT CITIZENS COMMITTEE

**LAW ENFORCEMENT AND JUDICIARY
WORK GROUP**

NOVEMBER 19, 2009

INTRODUCTION

Engage Gwinnett is a citizens committee created to examine the future direction of Gwinnett County and to make service level recommendations to the Gwinnett County Board of Commissioners based upon extensive studies of various factors that impact the County's implementation of operational budgets. The Engage Gwinnett committee is comprised of community and business leaders from a wide range of disciplines in an effort to facilitate input from diverse viewpoints and multiple service needs and considerations. The recent budget crisis confronting Gwinnett County government has created the need to take unique and unprecedented steps in evaluating the service levels needed to make Gwinnett County the type of county the public desires.

In cooperation with this effort, the Gwinnett County Sheriff's Department, along with other County departments, has agreed to actively participate and serve as a valuable resource to committee members in understanding the role and relationship the Sheriff's Department has in the overall operation of the County's criminal justice system.

On November 5, 2009, Chief Deputy Mike Boyd, who has been appointed as the Department representative, attended the Engage Gwinnett committee meeting. The Sheriff's Department was assigned to be studied as part of the Law Enforcement and Judiciary work group. In the meeting, members of the work group requested from the agencies an Executive Summary with "high level" information specific to the duties and responsibilities of each agency. As part of the Executive Summary, Departments were asked to provide:

- Required mandates.
- Consequences in change in service.
- What non-mandated services are provided.
- List of department leaders.
- Employee functions (number of sworn and non-sworn staff).
- Organization.
- Budget.
- Five year trends (2004-2009).
- Dangerous gaps or critical service issues.

At the next committee meeting, November 19, 2009, Departments were requested to have the requested information compiled and presented to the work group.

REQUIRED MANDATES

The Office of Sheriff is considered to be both a Constitutional and a County office. The constitutionality of the office stems from common law, and constitutional provisions extended to certain offices in existence when the first Georgia Constitution was ratified, and because the Sheriff is listed in the Georgia Constitution as one of four independently elected county offices.

The duties and responsibilities that the Office of Sheriff is charged with performing by statutory authority with due diligence include:

1. Oversee and operate the county jail, which includes the keeping of a docket recording of all admissions of persons to the county jail.
2. Service of criminal arrest warrants issued by various courts.
3. To execute and return the processes and orders of the courts and of competent authority, if not void, with due diligence, when delivered to the Sheriff for that purpose.
4. Court security. To attend, by himself, or by a deputy, upon all sessions of the superior court of the county and also upon sessions of the probate court whenever required by the judge thereof, and while the courts are in session, never to leave the same without the presence of himself or a deputy to preserve order.
5. To attend the place or places of holding an election at the county site, on the day of the election, from the operating to closing of the polls, and to take under his charge all subordinate officers present to preserve order.
6. To publish sales, citations, and other proceedings as required by law and to keep a file of all newspapers in which the Sheriff's official advertisements appear, in the manner required of the clerks of the superior courts.
7. To serve civil process.
8. To keep an execution docket wherein he must enter a full description of all executions delivered to the Sheriff.
9. To keep a book in which a record of all sales made by process of court or by agreement of the parties under the sanctions of the court.
10. To manage the Sex Offender Registry and all legal requirements regarding postings and verifications.
11. To approve raffles conducted by qualified nonprofit, tax exempt organizations.
12. GCIC/NCIC warrant and Family Violence Order entries and validations.
13. Inmate transports and extraditions.
14. Service and execution of Family Violence Orders.
15. Collection and destruction of specific evidence.
16. To provide general law enforcement service to maintain peace, to protect life and property, and to provide service to the community.

ORGANIZATION OVERVIEW

The Gwinnett County Sheriff's Department is one of the largest Sheriff's Departments in the State of Georgia and the Southeast United States. The Sheriff's Department has an approved operating strength of 559 sworn positions and 148 non-sworn civilian positions for a total of 707 personnel. Department personnel are assigned to Divisional and Unit assignments to support and carry out the Department's mandated duties.

Management Staff

Sheriff R.L. Butch Conway

(770) 822-3140

Constitutionally elected official responsible for the requirements and duties placed upon the Office of Sheriff. Sheriff Conway has been Sheriff of Gwinnett County since 1997.

Chief Deputy Mike Boyd

(770) 822-3105

Highest ranking appointed officer in the Sheriff's Department responsible for the day-to-day operations of all department functions.

Lt. Col. Don Pinkard

(770) 619-6670

Detention Division commander.

Major Carl White

(770) 822-8208

Court Security and Civil Divisions commander.

Major Mike Powell

(770) 619-6810

Field Operations Division commander.

Major Frank Woods

(770) 822-3111

Support Services Division commander.

Captain Greg Thompson

(770) 822-3136

Professional Standards Unit commander.

Sylvia Black

(770) 822-3839

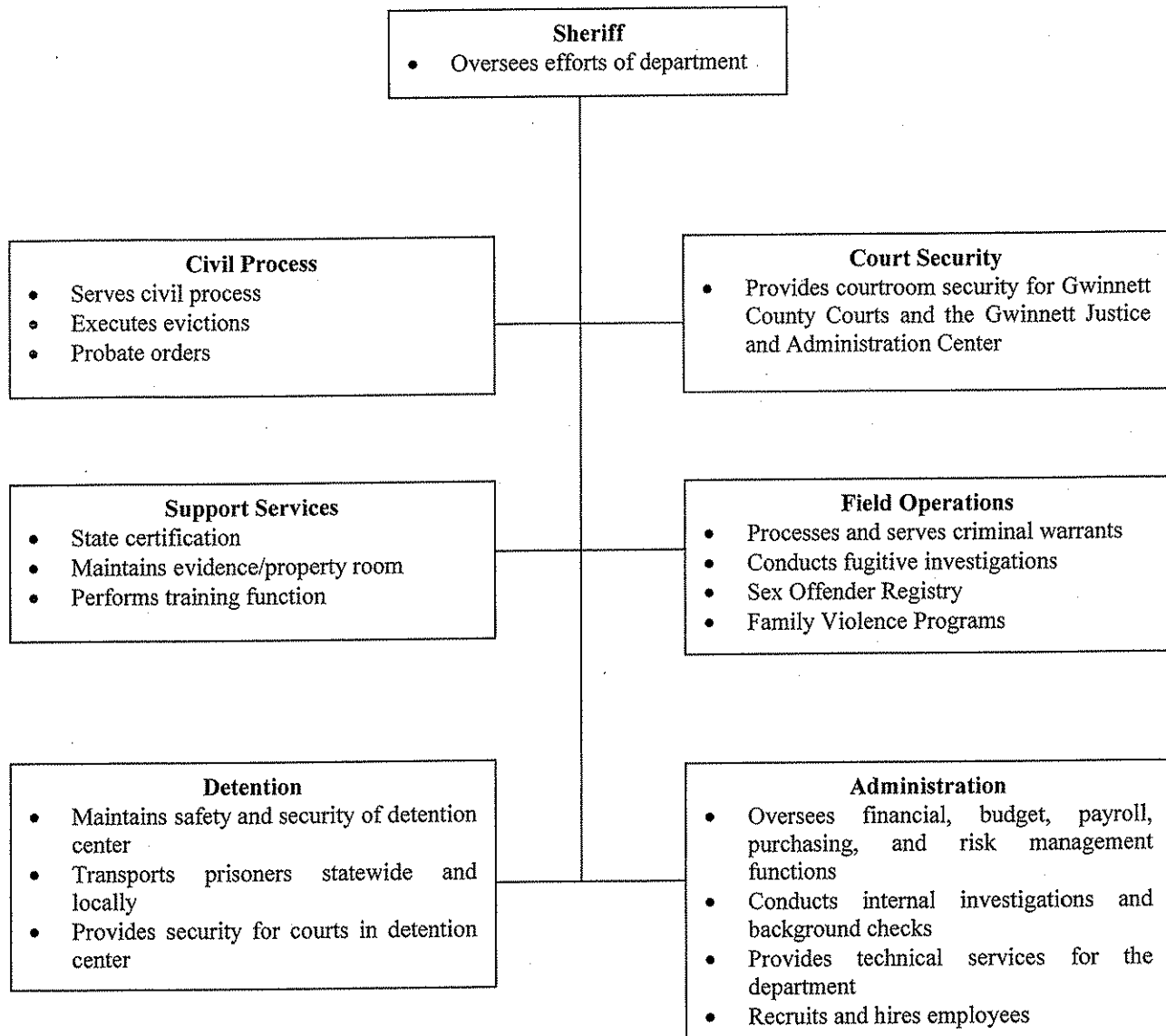
Technical Services director.

Sheriff

Mission and Organizational Chart

Sheriff – Mission

To serve and protect through dedication, professionalism, active cooperation with the community and respect for human dignity.



DIVISIONS

Administration

Responsible for the business administration of the Department. Functions within the Administrative Division include:

- Offices of the Sheriff and Chief Deputy.
- Public Information Officer.
- Business operations responsible for budget administration, payroll, HR, purchasing and accounts.
- Professional Standards Unit which is responsible for conducting the processing and administration of hiring personnel, conducting internal investigations, part time job approvals and raffles.
- Emergency Operations Unit which is responsible for Department emergency preparedness coordination and planning, jail intelligence analysis and SWAT.
- IT Unit which is responsible for supporting the hardware, software, programming and maintenance of the Department IT functions on a 24/7 non-interrupted basis. Specific applications include the department web site, jail records management systems, civil records management systems and other software applications. There are 28 total staff assigned to Administration.

Detention

Responsible for the operation and administration of the jail. A total of 493 personnel are assigned to the Division, with 384 sworn and 109 non-sworn civilian positions. The Detention Division is by far the largest of the Department's divisions making up 2/3 of the Department staffing resources. Currently, the jail maintains an average daily population of 2,700 inmates. In 2009, it is estimated that 42,000 people will be processed in the jail. The jail is a 24/7 self-sustaining operation capable of providing services that include medical and mental health, food, laundry, maintenance, transportation, sanitation and a host of other services within a secure environment.

Field Operations

Responsible for service areas that include:

- Service of arrest warrants through the Uniform and Fugitive Units.
- K-9 support to the Uniform and Fugitive Units.
- Maintaining GCIC/NCIC warrant databases.
- Sex Offender Unit.
- Family Violence Unit.
- Extraditions.

The Field Operations Division receives approximately 26,000 warrants for service each year, tracks 330 registered sex offenders in Gwinnett County and receives over 3,000 Family Violence orders for service. The Division has 48 sworn and 20 non-sworn personnel for a total of 68 positions.

Court Security

Responsible for providing building and courtroom security for the Gwinnett Justice and Administration Center (GJAC) and the Juvenile/Recorders Court Annex. Division staff screened 559,185 people and staffed 9,923 court sessions in 2008. In addition, personnel responded to 191 various calls for service in 2008. The Division has 79 sworn and 1 non-sworn personnel for a total of 80 positions.

Civil

Responsible for the service and execution of writs, subpoenas, fiftas, dispossessories and various other court orders and documents. The Division is expected to serve over 100,000 papers in 2009. The Division has 22 sworn and 5 non-sworn personnel for a total of 27 positions.

Support Services

Responsible for functions that include:

- Training of all department personnel.
- State Certification.
- Evidence.
- Reserve Unit.
- Explorers.

The Division has 10 sworn and 1 non-sworn personnel for a total of 11 positions.

PEER ORGANIZATION COMPARISONS

At the November 5, 2009 Engage Gwinnett meeting, Dr. Jeffery Dorfman presented a statistical analysis of 18 counties throughout the country that compares to Gwinnett County in several operational areas. Two of the counties were located in metro-Atlanta, Cobb and DeKalb. A comparison of the Gwinnett County Sheriff's Department was conducted looking at the authorized staffing levels of each, as the departments are similar in location and scope of service and legal mandates. Departments will vary in the utilization and deployment of sworn and non-sworn personnel depending on service assignments and in the positional classifications of certain employees.

DEPARTMENT	SWORN STAFF	NON-SWORN STAFF	TOTAL STAFF
COBB	443	274	717
DEKALB	550	160	710
GWINNETT	559	148	707

TRENDS

Detention

The following chart illustrates the 5 year trend of average daily inmate population for the Gwinnett County Jail. Based upon the data, the Department will see an average daily population increase of 165 inmates each year. By 2013 (5 year forecast) the jail will see an average daily population of **3,516** inmates.

In the same 5 year time frame, the jail has seen an increase from 32,907 to 39,899 total yearly admissions. By 2013, (5 year forecast) the jail will process **46,891** people.

YEAR	AVERAGE DAILY POPULATION
2008	2,691
2007	2,490
2006	2,281
2005	2,178
2004	1,867

Field Operations

The following chart illustrates the 5 year trend of warrants received for service. Based upon the data, the Department can expect to see an average increase of 2,403 warrants each year. By 2013 (5 year forecast) the Field Operations Division will receive **28,937** warrants for service.

YEAR	WARRANTS RECEIVED
2008	26,534
2007	19,277
2006	17,541
2005	15,961
2004	14,515

Civil

The following chart illustrates the 5 year trend of civil papers received for service by the Civil Division. Based upon the data, the Department can expect to receive an average increase of 5,130 papers for service each year. By 2013 (5 year forecast) the Civil Division will receive **109,057** papers for service.

YEAR	PAPERS RECEIVED
2008	83,406
2007	77,465
2006	64,006
2005	60,887
2004	57,755

BUDGET TRENDS

The following pages detail the “high level” Department budget information for the years 2008, 2009 and proposed 2010. Budget information includes all salaries, operating and revenues.

In the current 2009 FY Budget, 78% of the \$67,019,671 budget is salaries and benefits. In the remaining operating budget, \$15,410,064, the following funded items are non-discretionary tied to contractual obligations:

• PHS (Medical) _____	\$ 6,104,564
• PC Leasing _____	\$ 236,790
• REMI _____	\$ 19,700
Total _____	\$ 6,361,054

Remaining discretionary funding encumbers items such as food, fuel, equipment, training, utilities, overtime, and general operating.

Since 2008, the Sheriff’s Department budget has seen an overall reduction from \$69,040,768 to the proposed 2010 budget of \$68,356,322. The most significant issue added to the budget for 2010 is the inclusion of the 287g immigration program.

Department revenues are derived from several sources to include prisoner reimbursements, grants, asset forfeitures and service fees. The largest difference in revenue actuals vs. projections from 2008 to 2010 comes from asset forfeiture funds, which can vary from year to year.

2009 SHERIFF'S DEPARTMENT
BUDGET POINTS

SVR INITIATIVES

- In October 2008, the Sheriff's Department participated in the County's SVR initiative by identifying cost savings measures. As a result of the cost savings measures submitted to County officials, several funding areas were reduced in funding in the 2009 FY budget which included:
 1. Overall overtime budget reduced \$ 505, 942.00.
 2. Food budget reduced \$ 16,157.00.
 3. Uniform budget reduced \$ 68,157.00.
 4. Field Operations Professional Services budget reduced \$ 32,659.00.

- In response to severe drought conditions that directly impacted County operations, the Sheriff's Department implemented numerous measures to reduce water consumption that resulted in an estimated savings of 238,780 gallons per month.

OPERATIONS

- At the end of October 2009, the Sheriff's Department has expended \$1,410,052 LESS in overtime than in the same period in 2008. These savings are due to several measures that include:
 1. Jail medical admissions policy changes that have reduced manpower hours spent at hospitals, improved efficiency and reduced liability.
 2. Flexing work schedules and increasing the use of compensatory time.
 3. Working to reduce overall staff vacancies.
 4. Flexing in-house training schedules.

- The Sheriff's Department initiated contract discussions with the current medical provider (PHS) to make contract amendments that resulted in a higher ADP-medical staff ratio, thus saving the County approximately \$ 400,000.00.

- Food menus have been altered and continue to be evaluated based upon current market pricing and available power buys.

ADDITIONAL BUDGET REDUCTIONS

- On June 16, 2009, 5 currently vacant civilian positions were eliminated by action of the Board of Commissioners. This resulted in a budget reduction of \$184,933.00. The 5 eliminated positions included:
 1. Trades Tech III (Master Electrician)
 2. 3 Sheriff's Processing Associates (Detention)
 3. Admin Support Assoc II (Warrants)
- Also at the June 16, 2009 Board of Commissioners meeting, further operating reductions were conducted as part of the budget mid-year reconciliation. The Sheriff's Department FY 2009 operating budget was reduced another \$843,193.00.

CAPITAL

- The Sheriff's Department estimates savings in the FY 2009 capital funds budget in the amount of \$ 399,581.00, in the following projects:
 1. Project M-0618 Fire Alarm Upgrade: \$ 345,000.00.
 2. Project M-0020 Sheriff Building Sprinkler: \$ 54,581.00.

FUTURE PROPOSED SAVINGS INITIATIVES

- The Sheriff's Department has identified, and presented in budget meetings, the following proposals that could realize significant operational cost savings:
 1. Hiring of part-time Deputy Sheriff positions to fill posts in Court Security and Detention Divisions where overtime expenses are currently needed to fill critical and non-flexible positions.
 2. Closing GJAC on nights and weekends. This measure would significantly reduce the need to staff Deputies at GJAC which is currently funded with overtime due to staffing levels. (Adopted by BOC on June 16, 2009)
 3. Reduction of Blackberry/Cellphone issuance.
 4. Reviewing car take-home issuance.
 5. Continued application for housing reimbursement through SCAAP Grants to purchase jail related equipment. Most recent award was in the amount of \$152,000.
 6. Implementation of the Federal 287g Program. (Began operation on November 16, 2009)

Operating Budget 2008-2010

Fund	General Fund	Funds Center	Cost Center		Actuals 2008	Current Budget 2009	Current Actuals 2009	Requested 2010
GCO1/001		Result			\$ 68,496,915.39	\$ 67,528,671.00	\$ 56,708,943.32	\$ 67,671,308.00
		Sherrif	SHR- Administration	Expenditures	\$ 7,244,173.26	\$ 6,682,433.00	\$ 5,399,740.77	\$ 6,937,364.00
			SHR-Support Services	Expenditures	\$ 1,336,865.40	\$ 1,681,462.00	\$ 854,818.36	\$ 1,061,343.00
			Detention Center	Expenditures	\$ 43,585,547.48	\$ 42,961,116.00	\$ 37,245,711.99	\$ 43,145,992.00
			Field Operations	Expenditures	\$ 6,040,945.80	\$ 5,808,696.00	\$ 4,849,284.14	\$ 6,935,513.00
			Court Security	Expenditures	\$ 7,830,306.38	\$ 7,320,708.00	\$ 6,182,641.56	\$ 7,031,267.00
			SHR-Civil	Expenditures	\$ 2,359,077.07	\$ 2,102,456.00	\$ 1,847,898.91	\$ 2,174,035.00
		Result			\$ 68,496,915.39	\$ 66,556,871.00	\$ 56,380,095.73	\$ 67,671,308.00
		ICE		Expenditures		\$ 971,800.00	\$ 328,847.59	\$ 1,385,802.00
		Result				\$ 971,800.00	\$ 328,847.59	\$ 1,385,802.00
GCO1/065		Sherrif Special Ops	Federal Asset Forf	Expenditures	\$ 379,346.00	\$ 886,500.00	\$ 434,505.44	\$ 151,000.00
			SH Local Asset Forf	Expenditures	\$ 19,648.58	\$ 40,000.00	\$ 6,065.96	\$ 5,200.00
		Result			\$ 398,994.58	\$ 926,500.00	\$ 440,571.40	\$ 156,200.00
GCO1/090		Sherrif Inmate Store	Inmate Store	Expenditures	\$ 144,858.25	\$ 564,586.00	\$ 188,693.62	\$ 229,816.00
		Result			\$ 144,858.25	\$ 564,586.00	\$ 188,693.62	\$ 229,816.00
Overall Result					\$ 69,040,768.22	\$ 69,019,757.00	\$ 57,338,208.34	\$ 68,356,822.00

CONSEQUENCES, GAPS AND CRITICAL SERVICE ISSUES

Minimum/Critical Service Levels

For the Office of Sheriff, service levels are established depending upon the service demands placed upon the agency. The Sheriff is lawfully required to perform the mandates of the Office with due diligence. Failure to provide responsive and adequate service for these mandated legal duties may result in court ordered consent decrees, lawsuits, fines and criminal actions.

Detention

- a) **Staffing Analysis:** In March of 2009, Sheriff Conway requested that a staffing analysis be conducted to study the adequacy of current staffing levels at the Gwinnett County Jail. The analysis concluded that the jail is currently operating 117 sworn and 52 non-sworn positions (169 total) less than what would be required to promote a safe, secure and efficient jail based upon the current number of inmates. Currently, there are 6 vacant housing units due to the inability to provide staffing.
- b) **Corrections:** As part of the County's efforts to reduce government service costs, the closing of the Gwinnett County Corrections Department is being planned for early 2011. The closing of GCCI will cause significant inmate population impacts on the Sheriff's Department. Based upon current numbers, the closing of GCCI will increase the County Jail inmate population 300-400 inmates. If the Sheriff's Department is not provided the adequate resources to take on the additional population, housing-out will be the only feasible option. Housing-out costs currently run at approximately \$45 per day / per inmate, plus transportation and medical. Yearly costs to house-out these additional inmates is estimated at \$5 - \$6 million dollars.
- c) **New Jail Tower:** Plans were initially put into place to request either a bond referendum or a SPLOST be placed on the 2010 General Election Ballot to construct a second jail tower that would be occupied in late 2013 or early 2014. In that timeframe, population estimates indicate that there will be 3,516 inmates, which is 776 more than the capacity of the jail. The additional number of units will require more staff.

Court Security

- a) **Staffing Analysis:** After the Brian Nichols episode in Fulton County that resulted in the shooting death of a Judge, Court Reporter, Deputy Sheriff and Federal Officer, the Gwinnett County Commission voted and approved for GJAC to

become a full-security facility. Prior to that time, only the court portion of GJAC was considered secure in that screening of all persons entering the area was conducted. A staffing analysis was conducted that identified the need to provide 28 additional deputies in order to conduct the full building service, which included night and weekend shifts. Only 14 (50%) of the positions were approved. This has resulted in large amounts of overtime, which has only recently been minimized by voting to close GJAC on weekends.

- b) Expanded Courts: Currently, County Government is planning to build an additional wing onto GJAC to provide more courtroom and administrative space. Currently, all courtroom facilities have been exhausted. An expansion of new courtrooms will necessitate the adding of staff to secure those areas and service the courts.

Field Operations

- a) Trends indicate that the number of warrant received for service will only increase in the years to come. The department will need additional sworn and non-sworn personnel to meet the service demands to arrest offenders in which warrants have been obtained.

Civil

- a) The number of Civil papers received for service will increase over the next 5 years. Estimates are difficult to predict as factors such as the economy, unemployment rate, financial sectors, court activity, etc. can all play a role in the work volume. However, more personnel will be needed.

Support Functions

- a) More personnel and more work volumes necessitate the increase of support personnel to meet service demands.

Budget Reductions

Information provided in this Executive Summary indicate that the Gwinnett County Sheriff's Department is operating a very lean organization with staffing levels below what staffing analyses have recommended. Should the Department be forced to make an additional 9% budget reduction, 133 Deputy positions would be eliminated. A reduction of this magnitude would result in the closing of 26 housing units (1,800 inmates), or the complete elimination of both the Court Security and Civil Divisions. Sheriff Conway has openly and publically stated that incremental tax increases are necessary to support public safety being funded at adequate levels.

Shared Resources

Although the Sheriff's Department is an independent elected office, the Department offsets operational costs in several areas by sharing resources with other agencies. The following identifies some of the areas in which resources are combined or shared to minimize costs:

- a) Mutual Aid. As with all public safety agencies in Georgia, the State Mutual Aid Agreement contained in State Law provides that any agency can respond to any other agency to aid and assist in times of need. In addition, Sheriff Conway swears all municipal officers as Deputy Sheriffs to enhance the ability of all officers in Gwinnett County to respond and act throughout the county when needed or required. Gwinnett County deputies often respond to calls for service when out in the field.
- b) Radio. All Gwinnett County public safety agencies, including municipalities, share a common radio system for communications. This promotes not only the ability for all agencies to communicate with each other, but allows all agencies to benefit from negotiated contract pricing.
- c) Records Management System: The Sheriff's Department shares the GCPD records management system to promote efficiency and uniformity in incident and arrest reporting.
- d) Police Academy. The Sheriff's Department sends candidates to the Gwinnett County Police Academy for peace officer certification, and works through the Academy for Jailer Certification. This allows the Sheriff's Department to send more people through the academy and at a much lesser cost due to travel expenses.
- e) Task Forces: The Sheriff's Department participates in very limited Federal Task Force operations that benefit both agencies by sharing resources. The Sheriff's Department has seen tremendous benefit in this participation in manpower force multipliers, equipment utilization and asset forfeiture funds. Each Task force supports a required function of the Department.
- f) County Resources: The Sheriff's Department shares in County resources with other County agencies in an effort to reduce costs. These resources include, but are not limit to HR, Fleet, Law, Support Services, Finance, etc.
- g) Equipment and specialized vehicles are shared and put into action between all Gwinnett County agencies.
- h) Medical Service and Food Contracts. These major contracts are combined for both the Sheriff's Department and GCCI to facilitate the best pricing by volume.
- i) Supplies. Gwinnett County bids to obtain the best pricing available by including pricing for all public safety agencies (Uniforms, equipment, vehicles, fuel).

- j) State Procurement Program. The Sheriff's Department has participated in the State Procurement Program to obtain donated surplus military equipment which has been put into service for department needs.

